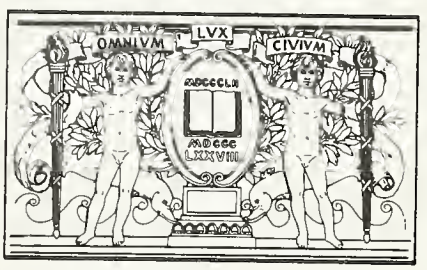

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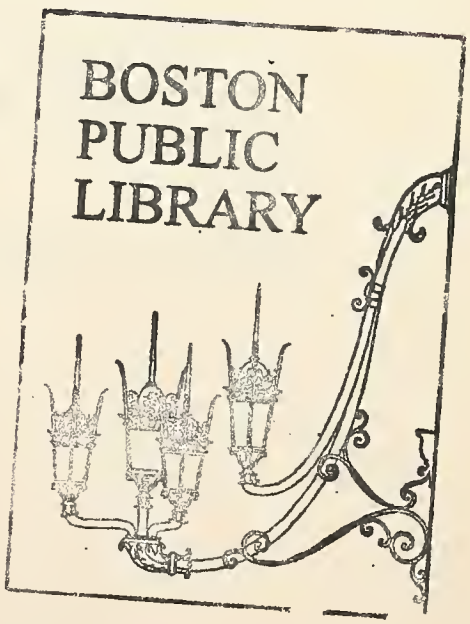
MALL REPORT

This informational report was researched by Susan Whitney under the supervision of Byron Gilchrest as a part of the Boston CBD Transportation Study for the Executive Office of Transportation and Construction.



On May 3, 1972 a questionnaire was sent out (copy in Appendix) to the following cities and towns in the United States requesting information about their pedestrian malls:

- Providence, Rhode Island
- Minneapolis, Minnesota
- Kalamazoo, Michigan
- Burbank, California
- Pomona, California
- Fresno, California
- Riverside, California
- Santa Monica, California

This report summarizes the data received from these cities and towns and presents a breakdown of the most notable aspects of pedestrian mall building as they might apply to the creation of a Washington Street Pedestrian Mall in the Boston Central Business District.

Illustrative material is also available on request.

TABLE OF CONTENTS

I. CASE FOR A PEDESTRIAN MALL IN THE WASHINGTON STREET AREA OF BOSTON

Aside from the obvious difficulties of pedestrian overcrowding, vehicle congestion and vehicle conflict with pedestrian traffic on Washington Street, there are further justifications for the construction of a pedestrian mall in the Boston CBD:

1. Physical Condition

The physical condition of the retailing CBD may be slowly or rapidly declining because of a lack of investment in the area in the form of remodeling, new construction or "cleaning up" in general. This problem can be alleviated by the creation of a pedestrian mall. It has been found by other "mall cities" that pedestrian malls attract capital investment. Banks and commercial establishments are more willing to invest money in areas which are growing and remodeling and which have potential. Old, decrepit CBD areas do not have much attraction power.

2. Competition with Other Retail Areas

Despite the large size, presence of major stores and central location, the CBD area may be losing customers to the outlying shopping centers which seem to offer better facilities such as ample free parking, benches for the weary shopper, piped in music to shop by, and most important "room to breathe and walk around in".

The retail figures for the CBD area speak for themselves (see Appendix, "Boston, Retail Sales , 1958-67"). Unfortunately the most recent sales figures available are from the year 1967; but even from these figures it can be seen that retail sales in the CBD area as compared to the City and the SMSA are decreasing. For the years 1963 to 1967, the city-wide sales increased 18.8 % and the SMSA sales increased 22.3 %. The CBD sales increased only 1%, very little in comparison to the City and the SMSA. Also the percentage of the total City and SMSA sales which the CBD brings in has slowly decreased over the ten year period of 1958 to 1967.

A pedestrian mall can put the CBD in a better position to compete with the rest of the City and the SMSA for retail business. A Washington Street Mall can offer attractions that the surburban shopping centers cannot, such as easy access by rapid transit, a more compact shopping center, pedestrian aid systems and comparitively large store size.

3. Commercial

There may be store or office vacancy problems in the CBD area that a pedestrian mall can cure. A new or remodeled CBD area with no traffic problems is certainly a better incentive for professional people to rent office space. Tenants might have more inducement to rent in this area if the congestion and the unpleasant atmosphere of the CBD were corrected. A quiet, slow paced, uncongested area with no automobile traffic and excellent transit access would be an ideal place for offices. Also, pedestrian malls reduce noise pollution considerably.

4. Wider Community Use

A pedestrian mall can become a location for cultural and political events that could otherwise not take place in the area as it is now. Art exhibitions, crafts sales booths, non-profit presentations of all kinds, musical events and political information programs on the mall area could turn the character of the Washington Street area from its present "near combat zone" one to a more culturally attractive one. Of course the extent of these activities is dependent on the size of the mall itself.

II.

A LIST OF 25 CONSIDERATIONS TO MAKE BEFORE BUILDING A WASHINGTON STREET MALL IN THE BOSTON CBD - DERIVED FROM A STUDY OF EIGHT PEDESTRIAN MALLS IN THE UNITED STATES

The following is a list of 25 considerations to make before building a Washington Street Mall in the Boston CBD:

1. Why is a mall needed?
   a. congested streets, difficult for pedestrians and traffic
   b. surburban shopping centers draining business from the CBD? (Framingham, Northshore, Burlington, Dedham etc.)
   c. store vacancy problem?
   d. declining city property taxes?

2. What is the optimum size for a Washington St. Mall?
   a. what areas would it encompass?
      1. "movie district" on Washington St?
      2. extend to Government Center?
   b. what physical limitations are now present?
      1. buildings
      2. width of streets
      3. climate

3. What type of mall is desired? What type or types of customer is a pedestrian mall likely to attract? What are the needs and desires of such customers and how can the Mall be created so as to satisfy these needs?
   a. the commuting shopper - the holiday and "back-to-school" shopper
   b. 1. from the suburbs in a car, train, bus
      2. needs convenient parking, or bus access to mall or rapid transit connection from train station
      3. comes for a relatively long period of time; day afternoon
      4. will require comfort station, restaurant to eat lunch or supper
      5. may bring children, needs play area or free babysitting service
      6. will walk alot, may desire benches to sit down and rest
      7. attracted to largeness of stores
   b. the tourist
      1. probably took taxi or walked to mall, needs taxi access to mall
      2. likes to leisurely "shop around", no destination in particular, requires ease of movement
      3. desires attractive surroundings, landscaping, fountains ?
      4. also may desire restaurants, comfort station

c. the "in-town" resident shopper
   1. needs good access to mall, public transit
   2. tends to make shorter trips than the tourist or surburban commuter
   3. tired of city congestion, desires ease of movement in mall area and minimal noise and confusion

d. the noontime or "after-work"shopper (area employees)
   1. tends to make very hurried, short stays in mall area
   2. requires extreme ease of movement within mall area because of limited time allowances (lunch, coffee break, etc.)
   3. will probably walk to area, needs easy walking access

e. the "stroller", window shopper
   1. may be elderly person
   2. requires some sort of moving aid ? moving sidewalk ?
   3. may simply want to remain outside of stores and look
   4. requires perhaps somewhere to sit, benches, park

4. What are the negative aspects of providing facilities to attract customers and satisfy their diverse needs?
   a. benches, parks, attractive lounging areas may attract undesirable "loiterers" who use the area and comfort stations simply because they have nowhere else to go
   b. because of open spaces, mall may become "hang-out" for groups of teenagers, gangs
   c. at certain times the mall may become "clogged" with area employees who use the mall for purposes of eating lunch, getting together to chat (this may not be undesirable, depending on how congested the mall gets)
   d. overnight loiterers may use the area to sleep

5. What precautions or additions to the mall are necessary in order to correct these above negative aspects?
   a. added police protection by the city?
   b. additional lighting to discourage overnight stays
   c. establishment of a "Mall Police Force"
   d. closing off some areas when businesses close for the day
   e. signs prohibiting certain activities (loitering, etc.)

What is the extent of the construction, remodeling, or other improvements which are needed in order to build a mall of the desired size and type?

a. utilities
   1. what present utilities can be retained?
   2. what additional (if any) utility systems or improvements are needed?
   3. are there underground systems present now which may have to be moved in order to begin construction?
   4. if mall generated new construction abutting it, will the utilities located in the mall be adequate to carry increased future demands without again tearing up the mall?

b. buildings
   1. what is the present condition of buildings in area?
   2. demolition possibilities or requirements?
   3. remodeling possibilities or requirements?
   4. new construction possibilities or requirements?
   5. changes in zoning restrictions?

c. transit facilites
   1. upgrading?
   2. expanding? enlarge subway accesses?
   3. moving? change of location of subway access?
   4. connection between State and Washington St. stations
   5. new transit facilities?

d. mall streets
   1. how much removal of concrete and sidewalks is required?
   2. what type of landscaping and recreational facilities are to be put in the area? what provisions must be made for soil, plant roots, sprinkling systems?

7. What provisions must be made for traffic rerouting?
   a. what % of the traffic now using mall area is through traffic that can be rerouted?
   b. what are the destinations of the "non-through" traffic in the area?
      1. what can be done to reroute or provide alternatives for this traffic?
      2. is limited automobile access to the mall necessary because of this traffic?
   c. what streets can be used for traffic rerouting?
   d. what type of rerouting system is best? (one-way, loop around mall?)
   e. what types of improvements or new construction is needed on the off-mall streets to be used for traffic rerouting purposes?
      1. one-way restrictions?
      2. new lighting?
      3. widening?
      4. new signs?

f. what about rerouting of other transit systems presently locatated in the mall area? buses?

Is cross mall traffic needed or desirable?
- a. if so, how many and which streets?
- b. what kind of limitations should be imposed on this cross mall traffic?
  1. taxis only?
  2. through traffic (automobiles)only?
  3. limited to autos picking up and discharging shoppers?
  4. only cross mall public transit systems connecting other parts of the city? Park Plaza, Government Center, City Hall Plaza, Summer St. to South Sta.?

9. Does either the size of the mall or the average distance of a pedestrian trip in the mall area necessitate some sort of internal transit system for the mall?
- a. what is the length of the average pedestrian trip in the mall area? have studies been done on this?
- b. if an internal transit system is required, what type?
  1. cross mall transit which loops around the outside of the mall, and delivers passengers to another cross mall point?
  2. narrow transit-way in median strip of the entire length of the mall?
     - a. taxis only
     - b. bus only
     - c. small tram
  3. transit-way around the inside edge of the mall?
  4. moving sidewalk

10. Will special provisions for the shopper be needed because of the varied and often severe weather conditions in the Boston area?
- a. heated sidewalks to melt ice and snow?
- b. wind barriers?
- c. overhead protection from rain and snow?
- d. second level passageways from store to store?

11. Also what sort of limitations will the weather put on the physical characteristics of the mall itself?
- a. type and extent of landscaping and vegetation is dependent on the climate
- b. type of construction materials used must be extremely "weatherproof"

12. Is timing of the construction of the mall important? Are there other city improvements or construction that should be finished specifically before, during or after mall is built?

a. street systems?
b. underground subway construction?
c. parking facilities?

3. What about parking facilities?
   a. how many spaces are at present in or near the mall area and who do they serve?
   b. will any additional spaces be required because of the mall?
   c. if needed, where are possible locations for these additional spaces?
   d. will any spaces be destroyed because of mall construction?
   e. are replacements necessary? should adjacent parking be decreased?

14. How many stores presently in the mall area have rear access for delivery purposes? How many do not?
   a. will lack of rear access for delivery purposes necessitate opening the mall to delivery trucks during certain times of the day?
   b. are there alternate delivery systems that can be used on the mall?
      1. central delivery point for all stores?
      2. night deliveries?

15. What funds are available for mall construction and other mall related activities such as pedestrian movement studies, traffic rerouting studies?
   a. state
   b. federal
   c. city
   d. private
      1. merchants' contributions
      2. assessment districts
         a. what is assessment based on?
         b. possible formulas are based on mall frontage, square footage, proximity to mall, tax base, sales, etc.
      3. donations of money for memorial fountains, small park areas, art sculpture
   e. special tax or fund derived from:
      1. % of purchase of merchandise on the mall area
      2. % of parking fees
      3. other?

16. What provisions need to be made for the actual construction period?
    a. is phasing of construction needed?
    b. do all stores have alternate customer and delivery access points?
    c. will construction be expected to disrupt normal business, why?
    d. are customer conveniences such as boardwalks and additional lighting needed?
    e. will construction cause any additional congestion because of concurrance with holiday seasons?
    f. what about temporary drainage for rain during construction period?
    g. how long is construction expected to take?

17. What provisions are necessary for maintenance of the mall once it is built? (These provisions and a schedule of maintenance should be determined and settled upon before the mall is completed).
    a. who pays for maintenance?
        1. city
        2. merchants? through an assessment district?
            a. what formula for assessment?
            b. who collects this money?
        3. shared by the city and the merchants?
    b. who does the actual maintenance?
        1. city (Public Works Department?)
        2. parks and recreation?
        3. a contracted maintenance firm?
    c. what kinds of maintenance will be required?
        1. minor repairs and upkeep (sweeping, changing light bulbs, mowing grass, trash removal, etc.)
        2. snow removal
        3. more major repairs (broken windows, replacement of walls, fences, repainting, rebuilding, etc.)

18. What about facilities for handling emergency equipment such as police cars, ambulances, fire equipment, both during and after construction?

19. How do the retail and commercial establishments in the area which would be directly on the mall feel about the construction of a mall?
    a. % in favor of and against mall construction
    b. those willing to contribute funds
    c. those willing or planning to remodel if a mall is built
    d. those willing to help with maintenance
    e. those planning to leave the area if a mall is built

. What is the attitude of the merchants who are close to the
11, but would not be directly on it (abuttors)?

.. What are the legal rights of the mall retailers and mall
)uttors?
   a. do they have legal right to prevent the mall from being built?
   b. do they have legal right to sue for damages to their accesses, buildings, businesses?

2. What about a permanent promotional program for the mall
fter it is built?
   a. assessment district for this? other sources of funds?
   b. Promotional Director needed?
   c. use of shows, demonstrations, areas for street hawkers on the mall?

3. Is any special legislation needed in order to set up
ssessment districts for mall parking, construction funding,
aintenance or promotional activities?

4. What about access, provisions, and regulations for
)nstruction done in the mall area after the completion of
ie original mall?
   a. who regulates amount or type of construction?
   b. who determines whether construction vehicles will be allowed in the mall area?
   c. who pays for necessary repair or reconstruction?

5. Is an information program needed in order to convince
   a. retailers that a mall is needed?
   b. customers that a mall is a desirable place to shop?

III.

SUMMARY OF FINDINGS FROM A STUDY OF EIGHT PEDESTRIAN MALLS IN THE U.S.A.

:eface to Summary of Facts:

efore dealing with the facts collected from a study of the 8 edestrian malls, it is important to note basic differences etween these cities and Boston. Although the 8 malls studied :e all located in the CBD areas of their respective cities, here are major differences which should be taken into consider- :ion before attempting to generalize from the problems involved h building malls in those cities studied to the problems of uilding a mall in the Washington Street area of Boston.

irst of all, five of the eight malls are located in California, state with a climate radically different from the climate of oston. So these five cities did not even take into consideration ome climate associated problems which have to be dealt with in oston such as snow removal, effects of frost on pavement and wind rotection. Winds are often disturbingly severe in the Boston BD, especially during the late fall and early winter months.

he sizes of the cities studied as well as the sizes of their retropolitan areas (SMSA) in most cases are not nearly equivalent o the size of Boston and its metropolitan area. Of all cities tudied, Minneapolis with a population of 434,000 and an SMSA of ,813,647 most clearly approximates the size of Boston, which las a population of 641,000 and an SMSA of 2,753,700 (1970 census). lour of the eight cities studied (Kalamazoo, Burbank, Pomona and anta Monica) have populations which are approximately only one eventh as large as Boston's and SMSA areas even fractionally maller.

lone of the cities studied have subway systems to deal with uring mall construction as Boston will have to do. Within he Washington Street area of Boston is located the intersection f three of Boston's subway lines (Red, Orange and Blue).

ecause of its subway system and congested streets Boston shoppers re less dependent on the automobile for transportation to and rom the CBD area than are the shoppers in the other eight cities, ome of which are close to surburban in character. Consequently hese cities were more concerned with parking space problems than oston mall planners would be. It is doubtful whether additional arking spaces in the Boston CBD would be advisable or beneficial n the already conjested area (most mall cities recommend providing dequate and extensive parking in conjunction with the construction f a pedestrian mall). It is likely that an "automobile discourage- ent campaign" would be more useful.

In most of the eight cities the street pattern is in the form of a grid system, making traffic rerouting rather simple as far as finding an alternative route is concerned. Boston is an old city and its streets only slightly approximate a discontinuous grid system in the CBD area; so traffic rerouting around the proposed mall area is a somewhat more complex problem. Washington Street, the major CBD street used by through, north traffic at present is one of the streets which would be closed off in order to create a mall. Washington Street is now an important part of a one-way traffic system in the CBD, and there is no alternative street of comparable size, capacity or directness which is available for the rerouting of traffic around a pedestrian mall.

The above mentionned differences should be kept in mind when reviewing the following summary of facts from a study of the eight pedestrian malls.

mmary of Findings from the Study of Eight Malls:

e large majority of the malls studied were integral parts of tywide plans of revitalization undertaken in order to alleviate clining CBD conditions. In all cases, it was felt that the nstruction of a pedestrian mall, often in conjunction with provements in transportation systems, would help to unify d preserve the CBD as well as attract added business.

general, mall cities found that the creation of the malls ought sweeping initial retail sales increases. Six out of ght malls reported large increases in retail sales in the ars immediately following mall construction. Increases such as % per year in Kalamazoo, 22% per year in Burbank, and an 8 llion dollar increase over a five year period in Fresno were ted. But it was mentionned by several cities that in recent ars the malls have not been totally successful in preventing outflow of business to surrounding suburban shopping centers. is is a serious problem stemming from the fact that the suburban opping centers seem to offer more conveniences to the shopper ch as an abundance of free parking space which the city malls nnot compete with.

seven out of eight cities, mall creation spurred much investment the mall areas in the form of new construction and remodeling. nneapolis has had 225 million dollars in new construction and habilitation on the mall frontage since the planning for the ll began. Pomona reported a "dramatic upward trend" in property lues. Total investment in the "superblock" in Fresno, of which e mall is a part, exceeds 100 million dollars; among the new nstruction is a 21 story hotel, an eight story bank building and a county courthouse. Only Riverside reported that no great anges in construction were brought about by the mall itself. t, they noted, with plans for a new city hall on one end of the ll and a convention center and auditorium at the other, new nstruction and investment has started to pick up.

all cities have found that a necessary part of creating a mall s making sure that there are adequate parking facilities in the ea (both cheap and convenient parking).

all costs ranged from the $114,000 of the Kalamazoo Mall to the lmost 4 million dollar Nicollet Mall in Minneapolis. Mall sizes ange from three to nine blocks, some having cross or side malls.

onstruction costs for the malls were borne by various parties. even of the eight malls used an assessment district in order to inance at least part of the mall construction (Providence only id not use an assessment district). Examples of formulas for hese assessment districts are:

1. a formula computed on the basis of frontage foot including an adjustment factor for varying property depths, used by Burbank;

2. a formula based on 50% land value, 40% frontage foot and 10% square footage, used by Kalamazoo;

3. and a straight fee of $118/mall front foot, used by Pomona.

n five out of eight cases, property owners shared the costs with ome other source such as federal grants or the city. Riverside's all, a small one involving little construction or remodeling as paid for completely by the merchants, as was the Burbank mall nd the Pomona mall. Only two cities (Minneapolis and Fresno) made se of federal funds; these were in the form of Urban Renewal, Jrban Beautification and Urban Mass Transit Demonstration grants.

raffic rerouting in most cases involved the creation of one-way loops around the mall areas. So expenses involved relatively inor adjustments such as new signs, painting and street widening. But there were exceptional cases such as Pomona where major traffic and transportation revisions were made before the mall was built; 3 railroad underpasses into the downtown area, 20 public parking lots, and a downtown transportation terminal were constructed. Kalamazoo found that their original "one-way traffic loop" around the mall was unsatisfactory according to customers and retailers and it was later changed back to a two-way system.

The construction period caused little loss in business for most of the malls. In fact, Kalamazoo reported a 10-20% increase during the period. Gains or relatively stable retail sales during the construction period was attributed in many cases to

the curiosity of the people who came out to see the mall being built. It was found that keeping a few streets in the mall area open across the mall during construction period was helpful in attracting people. Burbank reported sales increases during construction as did Fresno. It was also found by some cities that making sure that no one store was blocked off for more than a very short time period during the construction period insured that business would remain relatively normal.

Reports of effects of mall construction on stores near, but not directly on the mall were varied. In Kalamazoo, 6-10% increases were reported for off-mall stores. Fresno and Riverside found that these stores off the mall were helped, but no exact figures were given. Providence found that businesses adjacent to the mall did not lose appreciably.

Maintenance of the mall, in all cases reported, is paid for by the effected merchants with monies collected through an assessment fund. Formulas used are usually straight mall frontage foot formulas such as $2.50/ft. (Providence) and $4.25/front foot (Kalam.).

Some malls have set up promotional districts to plan and supervise mall activities and have found them to be most important to the success of the malls. Burbank runs a promotional program with funds collected from a Promotional Assessment District. In Santa Monica, a Retail Promotion Committee works with funds assessed from the merchants at a rate of 1/15 of 1% of the taxable retail sales.

Although retail sales have not continued to rise at the initially high level, the mall cities in general have found that the creation of the mall has at least prevented the physical decline of the CBD area, has spurred much investment and kept the tax base and rents at levels much higher than would have existed without mall construction. The malls have also in all cases mentionned cured the problem of store vacancies.

IV.

INDIVIDUAL REPORTS ON THE EIGHT PEDESTRIAN MALLS

Pedestrian Mall Cities and Mall Statistics

1. Providence, Rhode Island
   Main mall of 4 blocks with cross mall of 350'
   Construction cost: $490,000
   Construction time: 1½ years
   Opening date: 8/65

2. Minneapolis, Minnesota
   Main mall of 8 blocks
   Construction Cost: $3,875,000
   Construction time: 1½ years
   Opening date: 11/67

3. Kalamazoo, Michigan
   Mall of 3 blocks
   Construction cost: $114,000
   Construction time: 3 months
   Opening date: 8/59

4. Burbank, California
   Mall covers ends of 6 blocks
   Construction cost: $1,000,000
   Construction time: 6 months
   Opening date: 1969

5. Pomona, California
   Mall of 9 blocks
   Construction cost: $682,000
   Construction time: 4 months
   Opening date: 10/62

6. Fresno, California
   Mall of 6 blocks, three smaller side malls
   Construction cost: $1,800,000
   Construction time: 5 months
   Opening date: 9/64

7. Riverside, California
   Mall of 4 blocks
   Construction cost: information not provided
   Construction time: approx. 1 year
   Opening date: 10/66

8. Santa Monica, California
   Mall of 3 blocks
   Construction cost: $712,870
   Construction time: 6 months
   Opening date: 11/65

THE WESTMIMSTER MALL
PROVIDENCE, R.I.

Main mall of 4 blocks with a cross mall of 350'

Cost: $490,000

Construction Time: 1½ years (legal complications delayed the opening, estimated construction time had been 8 months)

Opened: 8/65

The Westminster Mall was developed as part of a master plan for downtown Providence.

Construction was done with the help of a federal accelerated public works grant of $143,000 plus approximately $400,000 of municipal funds and $50,000 raised by the business community. Construction was done in two separate years, so that the surface of the mall would be covered during the Christmas of 1964 shopping season. No appreciable loss of business was noted during the construction period and no business left during that period. Some time after the completion of mall construction, an all weather common connecting bridge system on the second floor level was constructed by three of the major mall stores.

Property values have remained basically at the same level since before the mall was constructed and business on the streets adjacent to the mall have not been adversely effected. "Representatives from almost all of the major stores reported sales increased from the time when ground was first broken. Since the Mall was officially opened on 9/31/65 a further increase has been experienced. Thom McAn for example moved from an off-mall location to their mall store about one year ago, and has experienced a steady monthly increase amounting to 40 to 50%. McGarry's Mall Restaurant sales have gone up 19 to 20%." (statement made in 1966)

There is also evidence that installation of the mall has spurred renovation and remodeling. Most stores have participated or plan to. For example: Lerners plans a $200,000 improvement; the People's Savings Bank constructed a new office building; and two 400 car off-street parking garages were built, one by the mall's largest store and the other by a non-profit corporation.

Changes in traffic routing were limited. The only major change was the elimination of traffic on Westminster Street. Buses were rerouted and arrangements were made for access to the rear of buildings for deliveries. It is interesting to note that simply removal of traffic from the street, with no landscaping and just temporary pavement, resulted in increased pedestrian traffic and sales in the fall of 1964.

There is no real problem with loading and unloading, since almost all stores have rear access. Those few who do not are served by trucks from a side alley which does however require that the trucks drive on the mall for a short distance. This is only allowed up to 10 a.m.

Maintenance costs are taken care of by the property owners in the area who contribute $2.50 anually per running foot of mall frontage. The city does the maintenance.

THE NICOLLET MALL
MINNEAPOLIS, MINN.

Mall of 8 blocks

Cost: $3,875,000

Construction Time: 1½ years

Opened: 11/67

Retail sales in the CBD of Minneapolis were not drastically falling, but beginning to sag a bit in the late 1950's. The Nicollet Mall was only part of a plan to "expand, enhance, and conserve a strong asset", rather than to "save a declining area". Much study was undertaken to determine what would be best for the downtown area. A new freeway system was being planned and city officials were unsure what effects this would have on the area. It was decided that a pedestrian mall would strengthen and unify the downtown area as a whole.

The mall was designed with almost everything brand new. There are six fountains, heated bus shelters, and each block has its own unique landscaping character. A narrow transitway is located in the center of the entire length of the mall. It carries buses and taxis exclusively. Taxis must travel the full length of the mall and cannot pass any bus. The transitway is undulating in order to create variety. It was decided that a transitway would be a valuable feature because it would connect the mall with every other part of the city.

Much reworking of the underground utilities was done in order to insure the permanence of the mall. It was also necessary to modify some of the basements in the area because they extended out under the mall area and in some cases had to be reinforced to accomodate the added facilities of the mall.

Mall construction was accomplished through assessment of the surrounding property owners and through two federal grants (Urban Mass Transportation Demonstration and Urban Beautification). The assessment district was set up so that property owners directly on the mall paid the most and propety owners off the mall paid less. In each of the two districts (off-mall and on-mall), sectors were set up providing for 100%, 100-75%, 75-50%, and 50% allocations of cost so that properties closest to the center of the mall would bear the greatest proportion of both construction and maintenance.

Of the close to four million in construction costs, only 1.3 million was spent for above the ground improvements, the rest for sewerage and other underground utility systems.

The city itself acted as general contractor for the mall construction.

"Business is good , with reports of remarkable increases in sales of various enterprises, especially the smaller ones of less than department store size. Pedestrian traffic is up, transit access and usage manifold in its increases. There is less congestion, and clearly a high degree of shopper acceptance." It is estimated that $225 million in new construction and rehabilitation has been undertaken on Nicollet frontage since the planning began.

Traffic rerouting was not much of a problem. A study showed that 80% of the traffic using Nicollet Street (before the mall was built) was through traffic. Traffic is much improved since the mall was built. Previously it had been stacked up from turns on and off Nicollet Street. Bus traffic on Nicollet Street is also better since the buses do not have to fight cars.

THE BURDICK MALL
KALAMAZOO, MICHIGAN

Mall of three blocks

Cost: $114,000 - renovation costs of $30,000 (1970-72)

Construction time: 3 months

Opened: 8/59

The Burdick Mall was the first permanent pedestrian mall ever built. Before the mall was constructed, the CBD was deteriorating and business was threatened by outlying shopping centers. In 1955 a decrease of over 1 million dollars in re-assessed valuation of the CBD area was recorded, retail sales were beginning to fall, more moves to the outlying areas were being made and one out of every four stores in the CBD was vacant.

The construction of the mall involved only small physical changes in the area; curbings were removed, and streets and sidewalks were leveled. Worn out utilities were replaced and updated, the same street lighting was used. The area was filled with dirt, drains were placed in the middle of the grassed areas, 4 x 6' cement blocks were poured to create cross paths and cement areas, trees and shrubs were planted. There are also three pools with lighted fountains, one in each block. Traffic is allowed on some cross mall streets.

Because of the fact that the mall had existed for ten years and was deteriorating in several areas (existing sidewalks and cement, grass and flower areas) it was decided in 1970 that a total renovation of the mall would be made. Concrete, brick and sodded areas were added, overhead structures to provide protection for shoppers were built, new lighting fixtures, plants,benches and children's play areas as well as underground utilities and a sprinkling system were introduced into the renovated mall area.

The cost of construction of the mall was split 50/50 by the city and the merchants. The merchants' share was based on an assessment which was in turn based on a formula of 50% land value, 40% front footage and 10% square footage. The construction cost for the renovations was also split in the same way for city and merchants. For the original mall, indirect costs included $67,000 for street widening, $30,000 for utilities and $629,000 for added parking. Utility costs were borne by the utility companies.

Traffic was rerouted, few streets were widened, some on street parking was eliminated, and a one-way system was put into effect on many streets.

Construction of the mall was phased. At no time was a store front blocked off for more than 15 minutes. Board sidewalks were placed up and down the mall. There was a 10-20% increase in retail sales on the mall during the construction period.

It has been reported that since the opening of the Mall, retail sales have gained an average of 10 percent per year until the autumn of 1969. Merchants on the mall showed the largest average real increase of 19 percent, and those furthest from the mall had the least average increase of 6 percent. In 1971 and 1972 the changes in retail sales are somewhat more of a mixed pattern - figures show anywhere from a 10% decrease to a 14% increase in sales over the provious year. The problem of store vacancy has been alleviated. A store rarely stays vacant for a period longer than 3 months, the time needed to renovate. Property values, capital investment and property taxes have all increased since the construction of the mall. Businesses close to the mall, but not directly on it, have shown increases in retail sales of 6 to 10% per year. Since 1960, parking revenues in the city lots have shown a steady five to ten percent increase yearly. Parking lot patronage has increased by approximately 14%.

Maintenance costs are shared by the city and the mall merchants. Merchants are assessed on the basis of a $4.25/front foot/year per property owner. Mechanical vacuum sweepers are used to clean the mall in the summer and snow is piled on the grass areas in the winter. The day to day maintenance is the reponsibility of the Department of Parks and Recreation.

THE GOLDEN MALL
BURBANK, CALIF.

Mall encompasses the ends of six blocks

Cost: $1,000,000

Time for Construction: 6 months

Opened: 1969

The Golden Mall was constructed as part of the city's General Plan. Retail sales had been declining and attempts had been made to stop this by doubling the number of parking spaces in the CBD area. Hence when the mall was constructed, parking spaces were already adequate in number and no new property acquisition was necessary for this purpose.

"Some special features of the Golden Mall are: a pavillion which conveys the design concept of the Mall by its mediterranean architecutre and serves as a focal point for community and promotional activities; a small tram which transports people throughout the Mall, some serving as rest areas for pedestrians and others for specialty shops and refreshment stands; and the complete removal of all overhead wires which were placed underground."

Construction costs were borne by the "funding of a bond issue to be retired by revenues from a special assessment district including only those properties fronting on the mall". Assessments were computed on a front-foot basis which included an adjustment factor for varying property depths - the average assessment was computed at approximately $238.00 per foot. It is interesting to note that supplementary funds were contributed by private parties in the form of a $10,000 fountain by one of the larger property owners, a $32,500 fountain by the Lockheed Aircraft Corp. and $4,000 for child's play area equipment by the Burbank Exchange Club.

Business was conducted as usual during the construction period and sales ironically improved, "probably because construction activity drew spectators and curiosity seekers to the area. Merchant cooperation and patience was remarkable during the transition period."

There has been an estimated average overall increase in retail sales on the Mall of 22% anually and the vacancy rate on the Mall is at the lowest level it has been since 1939. It is felt that much of the increase in retail sales has been due to the Mall's special "promotion district". A retail sales tax is used to acquire monies from all businesses on the Mall (those in the mall assessment district) and the money is used to run a schedule of promotional events. A professional promotional consultant is also employed.

"Before the mall was completed consideration was given to the establishment of a revised traffic pattern to provide one-way traffic flow around the Mall area. Although the one-way system eliminated many left turn movements and increased traffic capacity the traffic pattern was changed back to its original two-way configuration because of merchant and customer dissatisfaction."

Problems noted include the fact that there is no free parking and that the mall is too long and the ends of the mall do little business.

"In retrospect, it is evident that the Mall is not a panacea to cure all of the ills of a central business district. The Golden Mall has, however, put downtown Burbank in a more favorable position to compete with the regional shopping centers in the San Fernando Valley and it has done so without the construction of entirely new buildings. This has been accomplished simply by providing an area exclusively for people to browse and shop in pleasant surroundings without the noise, annoyance and competition of the automobile."

THE POMONA MALL
POMONA, CALIF.

Mall of 9 blocks

Construction Cost: $682,000

Construction Time: 4 months

Opened: 10/62

The Pomona Mall was only one part of a major citywide revitalization project. Before the mall was constructed, other transportation facilities were improved: "Included in our pre-Mall program was the construction of three railroad underpasses on the main north-south streets into the downtown, 20 public parking lots with almost 2,000 stalls, and a privately operated downtown transportation terminal serving two railroads and three bus lines, as well as taxi, limousine and rent-a-car agencies".

Before plans for the mall and related transportation improvements were created, Pomona's CBD had entered a period of slow decline because of the lack of off-street parking and the competition of new shopping centers.

The mall was repaved from building to building with textured concrete which has designs in it made with colored pebbles. The mall is lined with trees and shrubs on both sides. It also contains 6 fountains, statuary and mosaics. Soft music is piped in from overhead.

The mall was paid for exclusively by the benefitted property owners. Assessment was done on the basis of a straight $118.00/ frontage foot. Payment of assessment could be in cash or spread over a 25 year period at 5.10% interest on unpaid balance. The city paid for the $75,000 drainage costs. There was fear of a great loss in business during the construction period, but the loss of 10% was much less than expected.

In the first two years of operation, the mall had increases in retail sales higher than the city-wide increases; in 1963 the mall had 18.3 % increase, the city 12%; in 1964 the mall had 9.3% and the city 6%. Property values have had a "dramatic upward trend which reversed the existing situation". A new 4 million dollar department store has been built and opened on the mall and a $2,500,000 savings and loan branch office was also built. A second savings and loan institution de olished its old office on the mall and built a replacement.

Pedestrian traffic in April of 1963 was up more than 75% over April of 1962. The city's sales taxes took a 20% jump upward in the last quarter of 1962, the first months the mall was open. New construction in the city hit an all time high in 1962 and store vacancies went down from 22 to 1.

The mall, although delaying the development of any large shopping centers in the area by a few years, was not totally effective in combatting the competition of these outlying shopping centers. In recent years business tends to be increasingly headed to the non CBD shopping centers.

It is interesting to note that a tram was introduced to the mall when it was first opened, but was removed later because it did not pay. Apparently customers preferred to walk!

THE FULTON MALL
FRESNO, CALIF.

Main mall of 6 blocks, three smaller "side" malls

Cost: $1,800,000 ($1,000,000 of which was necessary for utility replacements and new drainage systems)

Construction time: 5 months

Opened: 9/64

The Fulton Mall was part of a master plan to revitalize the CBD of Fresno. This involved replanning an 18 block area into a new "core superblock". "...the central business district was becoming severely obsolete and blighted due to traffic congestion, inadequate off street parking facilities and a lack of private property rehabilitation." The area where the Fulton Mall is now located was described by one person as a "blighted Skidrow" area.

The mall area presently includes several fountains, pools, mature trees, vine covered pergolas, sitting areas, two play areas, a lighting and sound system and over 30 locations for sculpture.

Construction funds for the mall were obtained by use of an assessment district and use of urban renewal funding. During the construction period, an increase in retail sales was noted. Two of the streets crossing the mall were left open and attracted many onlookers. Another reason for absence of a drop in business may have been that construction was phased and no shop was closed at any time during the construction period.

Construction of the mall involved rerouting a bus system whose center of operations was formerly the mall area. Buses are now relocated farther away from the mall area, but it has been found that the inconvenience involved is not significant. Construction of the mall also involved rerouting traffic. There is now a one-way traffic loop around the "superblock". The cost of the rerouting of traffic was borne by the city, although a dollar amount is not available.

Substantial remodeling and replacement of buildings has been undertaken. Property values increased, capital investment is growing and taxes are higher since the mall was built. "Total public/private investment in the "superblock" area exceeds 100 million dollars, including parking structures."

Private investment in the superblock is $32 million. An investment of 1.8 million has been made in rehabilitation. New construction and rehabilitation costs for adjacent structures has been estimated at $43.3 million. Construction of the "superblock" area stimulated new construction in downtown Fresno; a 21 story hotel and commercial complex facing a new County Courthouse, and plans for a Hilton Motor Inn, as well as the influx of several banks. An eight story bank building is under construction.

Retail sales were reported to be up from $44,676,000 in 1964 when the mall was opened, to $53,258,000 in 1969. However, the mall seems to be unable to stave off an increasing tendency for business to flow out to outlying surburban shopping centers.

Maintenance of the mall is done by the Parks and Recreation Department with funds coming from an assessment district. Quality of the maintenance is reported to be high.

"Some of the most crucial problems were phasing of street closures and mall construction, the necessity of obtaining State mall enabling legislation, the task of establishing an Assessment District to include all property owners to be benefitted by the mall, the necessity of enlarging the boundaries of the CBD redevelopment project, the methods of financing and phasing new parking facilities and resolution of final freeway alignments."

The biggest police problem has been the policing of the parking garage,which is underground and adjacent to the mall, in order to reduce crimes committed there. Patrol cars drive on the mall on a random schedule and all fire equipment can use the mall. The Post Office picks up mail on the mall and three wheeled maintenance vehicles also travel up and down.

The city of Fresno found that among other advantages, the mall has created an "atmosphere vastly improved in terms of a reduction of fumes, odors, and most notably a sharp reduction in noise".

THE RIVERSIDE MALL
RIVERSIDE, CALIF.

Mall of 4 blocks

Cost: information not provided

Construction Time: approximately one year

Opened: 10/66

The CBD in Riverside California was 100 years old and beginning to get run down. The construction of the Riverside Mall was an attempt to prevent further deterioration of the downtown area. Large stores had moved out to the new shopping centers.

The streets in the mall area were completely torn up and the area was repaved on one level all across the mall. Because of the warm climate, it was possible to plant many trees and flowers. Several pools, fountains, shaded patios, rest areas and play areas are also located in the mall. Special lighting poles contain soft lights and speakers with low level music piped throughout the from a central source.

Construction costs of the mall were borne by the merchants and property owners exclusively, without urban renewal, state or federal aid It was paid for through a mall assessment district. The city paid for some of the landscaping and street work, and does the maintenance.

The actual construction was not phased, and businesses with no back access were adversely affected during the construction period.

Traffic rerouting was not very complex. One way streets were set up on the perimeter of the mall and public transit bus routes were rerouted. Costs involved only the purchase of new signs and the repainting of street markings, which was borne by the city.

THE SANTA MONICA MALL
SANTA MONICA, CALIF.

Mall of 3 blocks

Cost: $712,870 (including storm drain facilities)

Construction Time: 6 months

Opened: 11/65

The Santa Monica Mall was one suggestion of a study to determine how the apparent standstill in the retail area of the city could be corrected. The main conclusion of that study was "that the Central Business District was not up to its potential, and if the situation was not corrected, continued deterioration and decay would occur." It was recommended that a shopping mall and added and improved parking spaces be constructed.

The Mall area consists of new store fronts, fountains, reflecting pools, 84 trees in planters, decorative lights, platforms, specifically designed telephone booths and a loudspeaker system.

Of the total construction costs, the City paid $71,418 for a storm drain under the Mall and the $92,330 of a suit filed against the city by a store owner whose parking lot access was shut off by the mall. The rest of the expenses were paid for by the property owners in the mall area who are assessed at a rate of $177.73 per lineal front foot. The owners have 24 years and 9 months to pay.

There was also a parking district set up in the general mall area in which merchants and property owners were assessed in order to provide funds to build six parking structures which provide 3 hours of free parking to mall customers. These parking structures are directly behind the mall. Merchants are charged 5 times their present business license per year, and property owners are assessed $2.25 per $100 of assessed valuation of their property.

Maintenance of the mall is done by the City of Santa Monica.

During the construction period, arrangements were made so that no store was closed for more than 1 hour.

The Mall construction triggered individual remodeling projects estimated at over $2 million to date. A three story apartment building and retail building was built and three new stores moved in.

A few stores left the mall because they felt that the new atmosphere was invompatible with their type of business operation. No mention was made of what type of stores these were.

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Rosner, Michael The Pedestrian Mall, Financing, Maintaining and Operating, Graduate School of Public and International Affairs, University of Pittsburg, Pittsburg, Pa., 1966.

U.S. Dept. of Commerce, Bureau of the Census 1963 Census of Business - Major Retail Centers, Boston, Mass. SMSA, 1963.

U.S. Dept. of Commerce, Bureau of the Census 1967 Census of Business - Major Retail Centers in SMSA's, Massachusetts, 1967.

U.S. Dept. of the Census 1970 Census of Population, Number of Inhabitants, Mass., Michigan, R.I., Minnesota, and California, 1970.

V.

APPENDIX

Names of Persons responding to Pedestrian Mall Questionnaire:

1. Jeremiah H. Cannon
   Vice President, Governmental Affairs Division
   Providence Chamber of Commerce
   Providence, R.I.

2. O.D. Gay
   Executive Vice President
   Minneapolis Chamber of Commerce
   Minneapolis, Minnesota

3. Ray R. Purdin
   Director of Parks and Recreation
   Kalamazoo, Michigan

4. Chamber of Commerce
   Burbank, California

5. Chamber of Commerce
   Pomona, California

6. Ronald Primavera
   Contract Compliance Office
   Fresno Redevelopment Agency
   Fresno, California

7. Chamber of Commerce
   Riverside, California

8. Sam Porter
   Executive Vice President
   Chamber of Commerce
   Santa Monica, California

Boston - Retail Sales, 1958-67*

Changes in Percentage of Retail Sales		
Area	1958-63	1963-67
CBD	+0.9	+1.0
City	-4.0	+18.8
SMSA	+17.6	+22.3

CBD Sales as a Percentage of City and SMSA Sales			
Area	1958	1963	1967
City	32.5	34.2	29.0
SMSA	12.4	10.7	8.8

CBD Statistics, 1958-67		
Year	# Retail Sales	Total Retail Sales
1958	1,486	$403,383,000
1963	1,333	$406,826,000
1967	1,086	$410,844,000

*most recent figures, next figures available in 1973 (for 1972).

References:

1963 Census of Business - Major Retail Centers
Boston, Mass. SMSA
U.S. Dept. of Commerce
Bureau of the Census

1967 Census of Business - Major Retail Centers
in SMSA's, Massachusetts
U.S. Dept. of Commerce
Bureau of the Census

City and Regional (SMSA) Populations
(1970 census)

City	City Population	SMSA Population
Providence, R.I.	179,213	910,781
Minneapolis, Minn.	434,400	1,813,647
Kalamazoo, Mich.	85,555	201,550
Burbank, Calif.	88,871	-
Pomona, Calif.	87,384	-
Fresno, Calif.	165,972	413,053
Riverside, Calif.	140,089	1,143,146 (San Bernadino, Riverside and Ontario)
Santa Monica, Calif.	88,289	260,254
BOSTON, MASS.	641,071	2,753,700

The following information was taken from a booklet titled "THE KALAMAZOO MALL":

TIPS AND HINTS

Passed on for what they are worth by the Department of Parks and Recreation - builders of the Kalamazoo Mall.

1. Make accurate, concise plans of all sub-surface utilities water sprinkling systems, vaults, obstructions and abandoned lines.

2. Before starting a design plan, attempt to get accurate plans of all sub-surface systems. Example: footings for structures were designed to go certain places and a 26" gas line was right in the middle of where an essential footing was to go. This also applies to planting of trees.

3. Opinion: Tear everything out from store front to store front to get a common surface.

4. Have advance planning of sub-contractor to coordinate all phases of construction.

5. Don't attempt to have too many different crews working in the same area at the same time, as a narrow street doesn't afford much space.

6. We feel it is critical to maintain pedestrian traffic at all times during construction, especially where merchants are dependent upon customers. We never had a store front closed for longer than fifteen minutes. This involved a large number of hours devoted to placing and re-placing of board sidewalks.

7. Allow perpendicular streets to run through the mall.

8. Take pictures of store fronts or any other questionable situation before construction starts.

9. During construction make sure you have allowed for run-off of water in case of a heavy rain.

10. Don't get too far away of yourself; don't try to open up all over the place; go in specific well-planned phases.

11. Put in automatic sprinklers for all grass areas, but our experience indicates that automatic watering doesn't work in flower beds.

12. Our experience has indicated that flush electrical outlets tend to cause problems during wet weather. We suggest puttting them above ground level.

13. Problems can arise when you have too fine a spray on pool fountains, or if the spray goes too high. Wind can blow the water onto store fronts and pedestrians.

14. Insist on not using compounds with sodium or calcium chloride. This tends to kill the shrubs and flowers.

15. Use a standardized light fixture throughout the mall design.

16. Attempt to make large pours of cement and loud noisy type activities in the early hours in the morning so as to avoid large pedestrian traffic. The hours of the workmen were pushed up to starting at 6;30 a.m. The stores didn't open until 9:00.

17. Excavate all concrete and asphalt - don't leave anything.

18. Put at least a foot of good topsoil in all grass areas.

19. Allow plenty of room for fire trucks.

20. Other "Tips and Hints".

    a. A very strong and active merchants' organization is essential
    b. It is essential for the City, Chamber of Commerce and the Merchant's Organization to work hand - in - glove from start to finish.
    c. 1. Keep the merchants informed of every phase of the plans.
       2. Keep the public informed as well.

MALL QUESTIONNAIRE

1. Name of City_____

2. Population of City (1970)_____

3. Population of Metropolitan Area (SMSA) (1970)_____

4. Name of Mall _____

5. Location of Mall in City _____

6. Type of Area served by Mall_____

7. Description of Area Before Mall_____

_____

8. Was Property Acquisition necessary? If Yes, how? (purchase, emminent domain)?

_____

_____

9. Did construction of the Mall necessitate any demolition, any rebuilding of abutting properties, etc.?

_____

_____

_____

10. What is the method of funding for Mall construction?

_____

_____

11. Size of Mall: width_____
length_____
area_____

12. When was the Mall first proposed? When did construction begin? When was the Mall finished?

_____

_____

_____

3. What was the impact on abutting businesses during construction?

4. Were abutters generally in favor or opposed to the Mall construction before, during and after construction?

5. Was construction phased, or in other ways accommodated to aide abutters?

6. How many businesses were on the mall area before the Mall?
Did any leave during construction?
Have others been added?

7. How has the Mall affected property values? capital investment? property taxes?

18. What effect has the Mall had on business in the area that is not on the Mall but close to it?

19. Did the Mall necessitate other changes in Public Transit, Policing, or Fire Access?

20. How is the Mall maintained? Quality of Maintenance? By Whom? How paid for?

21. Did construction of the Mall necessitate redirection of auto traffic patterns? How extensive? How difficult to do? At what cost? How paid for?

2. Did construction of the Mall either require or induce other private or public investment adjacent to it? Off street parking? Other?

3. What changes in the type of business occurred after the Mall construction?

4. What changes in type of customers took place after Mall construction?

5. Brief physical description of the Mall. (please send drawings and/or photographs if available)

6. Names and addressed of major architectural and engineering consulting firms involved in the creation of the Mall.

. Are there specific studies that have been done on <u>your</u> Mall that may be of help to <u>our</u> study?

8. Problems with the Mall that have not been already mentionned?

9. Additional Comments?

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